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THESIS

FLEET SUPPORT OFFICER FLEET TRAINING (FSOFT): SHOULD A SEA TOUR BE A REQUIREMENT?

by

Rhonda M. Henderson

June 2000

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ABSTRACT *(maximum 200 words)* This thesis proposes a Fleet Support Officer Fleet Training (FSOFT) program that would allow Fleet Support Officers (FSOs) to attend Surface Warfare Officer School in Newport, RI, be assigned a Surface Warfare Officer (SWO) division officer tour, as an initial assignment, and then obtain a warfare pin. Following the SWO division officer tour, the FSO would resume a career in the FSO community. The feasibility of such a program and the impacts on both the SWO and FSO communities are discussed. This program would provide FSOs with the necessary background and training to make them better support officers, more fully preparing them for their careers in the Navy. It would provide FSOs with fleet experience that would give them a greater appreciation of the Navy's mission. It would also give them a better understanding of the support required of the Fleet in the FSO core competencies of Space and Electronic Warfare (SEW), Manpower Systems Analysis (MSA), and Logistics. The program would also give FSOs the essential skills in standing watches and managing administrative duties of a division officer, and would better prepare them to fill lieutenant commander (LCDR) and above, at-sea billets in the FSO community.

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FLEET SUPPORT OFFICER FLEET TRAINING (FSOFT): SHOULD A SEA TOUR BE A REQUIREMENT?

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Submitted in partial fulfillment of the
requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT

from the

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ABSTRACT

This thesis proposes a Fleet Support Officer Fleet Training (FSOFT) program that would allow Fleet Support Officers (FSOs) to attend Surface Warfare Officer School in Newport, RI, be assigned a Surface Warfare Officer (SWO) division officer tour, as an initial assignment, and then obtain a warfare pin. Following the SWO division officer tour, the FSO would resume a career in the FSO community. The feasibility of such a program and the impacts on both the SWO and FSO communities are discussed. This program would provide FSOs with the necessary background and training to make them better support officers, more fully preparing them for their careers in the Navy. It would provide FSOs with fleet experience that would give them a greater appreciation of the Navy's mission. It would also give them a better understanding of the support required of the Fleet in the FSO core competencies of Space and Electronic Warfare (SEW), Manpower Systems Analysis (MSA), and Logistics. The program would also give FSOs the essential skills in standing watches and managing administrative duties of a division officer, and would better prepare them to fill lieutenant commander (LCDR) and above, at-sea billets in the FSO community.

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I. INTRODUCTION

A. BACKGROUND AND PURPOSE

The Fleet Support Officer (FSO) community, as it is now known, evolved from the Unrestricted Line (URL) to a Restricted Line (RL) officer community and has recently been absorbed back into the URL. The FSO community has undergone many changes since its beginning. As it has transitioned back and forth between the URL and RL community, there have been questions about the purpose of the community and, accordingly, the initial training which officers must undergo. The purpose of this thesis is to describe a proposed program for a specified number of junior FSOs to complete initial Surface Warfare Officer (SWO) training and be assigned to a SWO Division Officer billet as their initial assignment and determine if there should be such a program.

URL officers can exercise military command both on shore and at sea. The FSO community is the only URL community that does not give all of its officers the opportunity to serve in a tour which gives them warfare experience and qualification. Because the Navy is a sea-going service, serving in at least one sea tour, or SWO billet, may provide FSOs the best opportunity to gain that experience and qualification.

There is precedence for such initial training. All Marine Corps officers, upon commissioning, are required to attend The Basic School (TBS), an infantry training school located in Quantico, Virginia, even though not all of them are assigned to the infantry Marine Officer Specialty (MOS). SWO training emphasizes officer performance, training, and testing in watch and management skill areas and provides a foundation in operational concepts. [1]

A program that would allow or require all FSOs to participate in SWO training would give them the foundation of basic seamanship and better prepare FSOs for a career in the Navy. If the FSO community continues to exist and a program such as this is introduced, there would not be as great a need to rely on lateral transfer officers from other communities for warfare experience, since the FSO community will have its own officers who are warfare qualified.

B. RESEARCH QUESTION

Should there be a program for a specified number of junior FSOs to complete initial SWO training and be assigned to a SWO Division Officer billet, as their initial assignment?

C. SCOPE AND METHODOLOGY

Data collection consisted of gathering data pertaining to the FSO

[1] *The Naval Officer's Career Planning Guidebook,* 1990 Edition, NAVPERS 15605.

and SWO communities from the FSO and SWO community managers, briefs, and the internet. This information was used to determine the scope and feasibility of a FSO training program. Then, in order to gain an understanding of community perceptions of the FSO and SWO communities and to better understand objections to and advantages of the program, semi-formal interviews were conducted with a small number of FSO and SWO officers. This thesis provides a critical analysis of the program and outlines the steps necessary for implementation of such a program. It also provides background information necessary to determine the number of FSOs to participate in a training program.

D. ORGANIZATION OF THE STUDY

Chapter II provides a historical overview of the FSO community. Chapter III describes the proposed training program and the methodology and resources used in the data collection process. Chapter IV presents a critical analysis of the training program, and Chapter V discusses conclusions and recommendations for further study.

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II. HISTORY OF THE FLEET SUPPORT OFFICER COMMUNITY

A. THE BEGINNING: GENERAL UNRESTRICTED LINE (GEN URL) OFFICER COMMUNITY

It would be very difficult to discuss the history of the Fleet Support Officer (FSO) community without discussing the history of women in the Navy. History has greatly impacted the changes the FSO community has undergone and the challenges it is facing today.

Women first began serving in the Navy in the early 1900's. They served as nurses in the Navy Nurse Corps as early as 1908 and as enlisted yeomen in World War I, even though they were not assigned military ranks like their male counterparts. They were generally discharged from the service after a conflict ended. In 1942, President Roosevelt formally authorized women to enlist and obtain a commission in the U.S. Naval Reserve. The Women's Armed Services Integration Act was passed in 1948, allowing the enlistment and appointment of women in the Regular Navy and in the Naval Reserve.[2] Because the turnout of women was lower than expected, in 1953, Secretary of Defense George Marshall convened a group of civilian women, who formed the Defense Advisory Committee on Women in the Service (DACOWITS), to consider what might be done to improve

[2] Bearden, Bill. *The Bluejackets' Manual,* 21st Edition, United States Naval Institute, 1990.

female recruitment. Fourteen years later, in 1967, Congress authorized women to become admirals.[3]

In June 1970, Admiral Zumwalt became Chief of Naval Operations (CNO) right before the Equal Rights Amendment (ERA) was passed. During the stint of Admiral Zumwalt's career as CNO, many doors opened for women in the Navy. In August 1972, Admiral Zumwalt issued a Z-gram known as Z-116, a measure designed to inform the entire Navy that efforts would be made to "eliminate any disadvantage to women resulting from either legal or attitudinal restrictions." As CNO, he also initiated several programs for women. Women were authorized limited entry into all enlisted ratings and they were assigned to their first ship, the USS Sanctuary, a noncombatant ship.[4] The Navy Nurse Corps promoted the first woman, Alene B. Duerk, to the rank of Rear Admiral in 1972.[5] In 1974, the Naval Reserve Officer's Training Corps (NROTC) program opened its doors to women. During that same year, qualified women were selected to study at the joint services colleges. In 1976, Congress mandated that

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[3] Women in the Navy Web Page, http: www.pbs.org/wgbh/pages/frontline/shows/navy/plus/cron.html

[4] Ibid.

[5] Military Women "Firsts" and their History, Web Page, http://userpages.aug.com/captbarb/firsts.html

[6] Women in the Navy Web Page, http://www.pbs.org/wgbh/pages/frontline/shows/navy/plus/cron.html

women could enter the U.S. Naval Academy and in July 1981, the first women were sworn in as midshipmen, along with 1,212 men.[6]

Lori Foster Turley's thesis, entitled *The Feasibility of Specialized Communities within the General Unrestricted Line Officer Community* (Naval Postgraduate School Master's Thesis, September 1990), gives the most complete background of the GEN URL officer community, the beginning of the FSO community. In it, she stated that before 1972, Surface Warfare, Submarine Warfare and non-warfare URL officers were assigned the designator 110X. To break the officers out into separate designators, in 1972, the Surface and Submarine officers were redesignated 111X and 112X, respectively, leaving only the non-warfare officers, mostly females, in the 110X community. Because of combat restriction laws, the 110X community predominantly consisted of females who could fill only a limited number of the URL billets, 1000-coded billets, which are so coded because they do not require any warfare-specific skills. The 110X officers were assigned to these billets by the Surface community detailer.

Turley further stated that the 110X community did not have a specific career path like their warfare counterparts, but they were allowed to fill a few shore-based command billets. A formal career path for 110X officers was established in 1974. It focused on

leadership development and subspecialty expertise and provided them with a general framework of billet types to prepare them for command ashore. In 1981, the 110X community was renamed the GEN URL community. Males were not excluded from this new community; however, they generally entered the community through lateral transfer from the URL community. In 1987, the CNO's Office of Manpower and Personnel, OP-01, now the Deputy CNO for Manpower and Personnel (N1), established a separate GEN URL detailing organization and by 1989, the community had a separate mission:

> The mission of the General Unrestricted Line Community is to provide the Navy with a community of officers of proven leadership, shore management and subspecialty expertise who manage the increasingly complex fleet support establishment in direct support of the Navy's warfighting mission.[7]

The 1990 Naval Officer's Career Planning Guidebook instructed GEN URL officers to "develop leadership skills through assignment to jobs of increasing levels of responsibility and authority which involve supervision of personnel (officer, enlisted and/or civilians) coupled with management of resources (finances, equipment, property, etc.)."[8]

B. THE TRANSITION: FLEET SUPPORT OFFICER (FSO) COMMUNITY

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[7] *The Naval Officer's Career Planning Guidebook*, 1990 Edition.

[8] Ibid.

The basis for and process of the transition of the GEN URL community to the FSO community is best described by Deanna Murdy's thesis, *The Fleet Support Community: Meeting Its Mission in the 21st Century* (Naval Postgraduate School Master's Thesis, June 1999).

Murdy reported that in September 1994, the rescission of the combat restriction laws prompted the Chief of Naval Personnel (CNP) to review the future of the GEN URL community, including the possibility of eliminating the community altogether. The CNP reviewed three options for the GEN URL community. The first option was for the GEN URL community to continue, but as a gender neutral URL community with a discrete 1100 billet base whose mission is to provide fleet support in the areas of shore management, space and electronic warfare (SEW) and integrated underwater surveillance system (IUSS). The second option was to disestablish the GEN URL community, stop accessions, and develop a transition plan for current community members into other parts of the Navy. Option three was to change the GEN URL community from an URL community to a gender-neutral, RL community with a discrete billet base, with the objective of providing support to the Fleet through shore station management, SEW, and IUSS. Murdy also reported that the CNP considered two things in the decision making process to select the best option for the

GEN URL community. The criteria were to (1) ensure a specialized group of officers "to meet Navy manpower requirements while providing flexibility and adaptation for changing personnel needs; and (2) provide a "viable career path and comparable promotion potential for members of the GEN URL community." The review determined that the community was vital to the readiness posture of the Navy, and the establishment of a set of core competencies for the community as an RL versus an URL community would best meet the needs of the Navy. Admiral Boorda, then Chief of Naval Operations (CNO), believed it to be in the best interest of the Navy and the GEN URL community to establish a new competitive category within the RL. After weighing the pros, cons and concerns of each option, the Secretary of the Navy (SECNAV), in October 1994, approved option three, the transition of the GEN URL community to the FSO community with a designator of 1700. On January 1, 1995, approximately 2,086 GEN URL officers were redesignated into a restricted line (RL) community. In addition to the 1000-coded billets, the community established its own billet base and subcommunities, or core competencies, through the absorption of billets from the Supply Corps, limited duty/commissioned warrant officer, and URL communities. The community also modified its mission statement:

Support fleet and joint operations through management of the fleet support establishment and development of highly specialized technical and analytical capabilities. Core competencies were:[9]

1) *Logistics support (LS)*: Keep the fleet ready for war, ship replenishment/repair, waterfront services, base/station management, security; keep sailors ready to go to war, MWR housing, family services, transient personnel services; sustain forward deployed units, strategic sealift. Subspecialties include: financial management (0031), transportation management (0035), operations analysis (0042), operations logistics (0043), material logistic support management (0032), and base management (0034).

2) *Manpower, personnel, and training (MPT)*: Plan for the right number of people, with the right mix of skills, in the right career field, strength/accession/promotion planning, analysis, allocation; hire and train the right person for the right job, recruiting, entrance processing, training; develop the right policies at the right time for all sailors, QOL, pay, personnel readiness; manage personnel systems, service records, DEERS, ID cards, pay, travel. Subspecialties include: financial management (0031), MPT analysis (0033), education and training management (0037), and operations analysis (0042).

3) *Space and electronic warfare (SEW)*: Get the right information to the right person at the right time in the right format, communications/space/information management; exploit technology to prepare for uncertainty simulation, wargaming; deploy systems for the 21st century, satellite engineering, program management; eliminate the barriers to command and control interoperability, open system architecture. Subspecialties include: joint C4I (0045), electrical engineering (0055), space systems

[9] Fleet Support Officer Community Web Page, http://www.persnet.navy.mil/fleetsup/train1.asp

ops (0076), space system engineering (0077), information technology management (0089), and computer science (0091).

C. THE RETURN: CONVERSION TO THE UNRESTRICTED LINE (URL) OFFICER COMMUNITY

As a separate community, the FSO community was plagued with many problems. Some critical leadership billets from other communities were redesignated as FSO billets. The FSO community also sought to redesignate other billets but the communities wanted to retain them for their own leadership development and shore rotations. These things led to the perception that other communities resented the FSO community. Managing the community's billet base was a problem due to a low number of billets authorized, and an inventory of officers that exceeded the number of authorized billets. Additionally, the cumulative retention rate of senior officers was very high, leaving many FSOs unsure of both the community's future and their own chances of promotion to higher ranks, and the structure of the community was as yet undefined.[10] With the exception of a small number of Naval Academy graduates and training school losses, the 1700 community had accepted no new career ensigns (ENSs) since the

[10] DACOWITS Luncheon Speech by RADM Ronne Froman, 22 October 1999, http://www.persnet.navy.mil/fleetsup/current.asp

year of its inception because vacancies were very limited.[11] Per the FSO community manager, the FSO community still fills about 50 ENS and lieutenant junior grade (LTJG) billets, but the ENSs and LTJGs are not career FSOs; they enter the Navy under a special contract as Naval Academy coaches or physical therapists, or as nuclear reactor instructors in Charleston, South Carolina, or Balston, New York. Upon completion of their contracts, they are discharged from the Navy.

FSOs were mainly accessed at the rank of lieutenant (LT) and above through lateral transfer and redesignation boards; in general, URL officers had to be warfare qualified in order to transfer to the FSO community. This requirement was mandated to add credibility to the community and fill it with officers who possessed a working knowledge of the operational side of the Navy.[12] This policy, however, further exacerbated problems within the community, as there were concerns that there would be differences between those FSOs who were warfare qualified and those who were not in terms of career progression and promotions. Today, warfare-qualified officers, which are mainly lateral transfers, make up about 22 percent of the community.[13]

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[11] Ibid.

[12] Letter from VADM Tracey, Web Page http://www.persnet.navy.mil/fleetsup/current.asp

[13] DACOWITS Luncheon Speech by RADM Ronne Froman, 22 October 1999, Web page http://www.persnet.navy.mil/fleetsup/current.asp

In September 1999, the CNO (N1) again conducted a review of the community to determine its value and viability. This review resulted in the conversion of the FSO community back to an URL from a RL community effective 1 December 1999. The community retains the name "Fleet Support". FSO designators were changed automatically from 170X to 110X. FSO designated billets remain in a discrete billet base and were recoded from 170X to 110X. FSOs competed for promotion as part of the URL beginning with the FY-01 promotion cycle; as a result, FSOs were and will be considered earlier for promotion than they would have been had they remained a RL community. This conversion also means that FSOs will compete with other URL officers, even though the FSO career development tracks may not match the patterns observed in other warfare communities.[14]

[14] Letter from VADM Tracey, Web Page http://www.persnet.navy.mil/fleetsup/current.asp

III. PROPOSED TRAINING PROGRAM AND METHODOLOGY

A. PROPOSED TRAINING PROGRAM

This thesis proposes a Fleet Support Officer Fleet Training (FSOFT) program that would allow FSOs, as mentioned in Chapter I, to participate in SWO training, giving them the foundation of basic seamanship and better preparing them for a career in the Navy.

Specifically, FSOFT would entail the direct accession of a specified number of FSOs through the Naval Reserve Officer Training Corps (NROTC) and the Naval Academy into the Navy as ENSs. Upon commissioning, the ENS would attend the Surface Warfare Officers School Division Officer Course (SWOSDOC) in Newport, Rhode Island, and undergo 17 weeks of training and then be assigned to a SWO DIVO billet, as do other newly commissioned SWOs. Following the SWO DIVO tour the FSO would then be ordered to a FSO billet and would resume a normal career in the FSO community.

The FSO's attendance of SWOSDOC will provide him or her with the necessary tools for a successful sea tour. The first 11 weeks of SWOSDOC are the same for all SWOs who will fill a SWO DIVO billet. It emphasizes the basics in shipboard management, combat systems,

ship control, and surface ship fundamentals. The last six weeks of the course are tailored to classes of ships and center on the engineering systems of that class. [15] The FSO would also attend a specialty school, depending on the requirements of the FSO's first DIVO job. After completion of training, the FSO would then be sent to a ship to fill a SWO DIVO billet and given the opportunity to train, qualify, and stand watch just as a SWO DIVO would.

This program would provide FSOs with the necessary background and training to make them better support officers, more fully preparing them for their careers in the Navy. It would provide FSOs with fleet experience that would give them a greater appreciation of the Navy's mission. It would also give them a better understanding of the support required of the Fleet in the FSO core competencies of Space and Electronic Warfare (SEW), Manpower Systems Analysis (MSA), and Logistics. The program would also give FSOs the essential skills in standing watches and managing administrative duties of a division officer, and would better prepare them to fill lieutenant commander (LCDR) and above, at-sea billets in the FSO community.

If the FSO community continues to exist and the FSOFT program is introduced, there would not be as great a need for the FSO community to accept lateral transfer officers from other communities,

[15] *Surface Warfare Officer School*, http://prodevweb.prodev.usna.edu/imis/commun/swo/swos.htm

since the FSO community will have its own officers who are warfare qualified. However, the lateral transfer process could still be used to supplement the FSO community as required. The difference in the way the lateral process was previously used and the way it would be used with the FSOFT program is that it would be used as a secondary, rather than a primary tool for the community.

This program would not require significant additional funding as FSOFT would involve a shift in manpower endstrength from the SWO community to the FSO community. That is, if the SWO community had a requirement of 850 ENSs and LTJGs to fill DIVO billets now and ensure sufficient inventory to fill DH billets later on, and the FSO community sent 70 FSOs through the FSOFT program, the number of ENSs the SWO community would require is the difference between 850 ENSs/LTJGs and 70 FSOs, or 780 ENSs. There would be no additional manpower required. Instead, it would be a shift in manpower endstrength from the SWO to the FSO community. Funding considerations will be discussed further in Chapter IV.

B. DATA COLLECTION

The concept of a FSOFT program came from Resource Consultants, Incorporated (RCI), a company contracted by the Military Personnel, Plans and Policy Division (N13) to study the billet base of

the FSO community. This study began on October 1999, and results are expected in July 2000. It will be discussed further in Chapter IV.

Data pertaining to the FSO and SWO communities were collected from various information sources, as listed on the reference page, and also from the FSO and SWO community managers.

To gain an understanding of somewhat diverse perceptions of the FSO and SWO communities, semi-formal interviews were conducted with the following: O-6 female FSO; O-5 male FSO (lateral transfer from SWO community); O-3 female FSO (lateral transfer from SWO community); O-4 male SWO.

Information obtained from these sources was considered and used to describe and analyze the feasibility of a FSO training program and also to provide some estimates of the number of FSOs that should participate in the Fleet Support Officer Fleet Training (FSOFT) program.

C. PROPOSED NUMBER OF FSOs TO PARTICIPATE IN FSOFT

In order to determine the number of FSOs to participate in the FSOFT program, the following calculations were made:

1. FSOFT Requirements

According to the FSO Community Manager, when the Gen URL (now FSO) community was accepting regular direct accessions, the community accessed between 56 and 96 ENS FSOs per

year, presumably to fill junior officer (JO) billets and ensure the health of the community. Then when the community relied solely on lateral transfers, the number they accepted ranged between 50 and 75 per year, generally at the rank of O-3 and above. As stated in Chapter II, they were accepted because they were warfare qualified. Through the FSOFT program, a FSO would be accessed as an ENS in the FSO community and should therefore be choosing the FSO community as his or her career choice. After completion of SWO training and the SWO DIVO tour, the FSO would be either a senior LTJG or junior LT. The FSO would then be assigned to a FSO LT billet and would begin a traditional FSO career, specializing in one of the three core competencies.

According to Figure 1, the number of 1700 (now 1100) Officer Programmed Authorization (OPA) billets for LTs is 416, and the number of 1100 allocated billets to the FSO community is 218, for a total of 724 billets. However, the current inventory of LTs is 603, yielding a shortfall of at least 121 LTs. This shortfall occurred because the FSO community has not accepted accessions since November 1998 because of the on-going study RCI is conducting.

The number of FSOs to accept for the purpose of FSOFT will be based on the assumption that the community has no problems, such as the shortfall problem previously described. When lateral transfers

were accepted, the community accessed between 50 and 75 warfare-qualified LTs and LCDRs to fill FSO billets. According to the Commanding Officer, Surface Warfare Officer School Command (SWOSCOM), about 10 percent of SWOs do not obtain their warfare pins for various reasons. When this happens the SWO may be recommended for discharge, according to MILPERSMAN 1210-090. For this thesis, it is assumed that approximately 10 percent of FSOs will not obtain their SWO pin and the same stipulations will apply. Taking this data into consideration, the community should access between 55 (50 + 10% X 5) and 83 (75 + 10% X 75) FSOs through the FSOFT program; the numbers are rounded up to the nearest whole number. Ten percent is applied and added to the minimum and maximum number of FSOs accessed to safeguard against a possible loss rate.

If the FSO community does not meet its manning requirements through the direct accession process, then the FSO community should use the lateral transfer process to supplement its requirements.

2. Impact to the SWO Community

Given that the SWO community will have accessed fewer ENSs than would be required for DIVO billets and that some of the DIVO billets will be filled by FSOs, the SWO requirement for filling DH billets will not have changed. As a result, the SWO community's required retention rate will increase. The required retention rate will

be driven, in part, by the number of FSOs accessed through the FSOFT program. The SWO community does, however, have initiatives in place to improve today's retention rate of SWOs. A few of these initiatives will be discussed in Chapter IV.

All FSOs qualified to stand watch could allow the SWO community to give the FSO community more at-sea billets, since it will have fewer accessions and fewer DIVO billets.

D. SEMI-FORMAL INTERVIEW QUESTIONS

Once the program was conceptualized, several interview questions with key personnel were conducted via email and telephone to gain an understanding of community perceptions of the FSO and SWO communities and to better understand objections to and advantages of the program.

Because of funding and scheduling conflicts, interviews were conducted via email and telephone. Data from the interview is included in Appendix A. All of the interviewees were asked the following questions:

1. **What do you think the advantages and disadvantages the FSOFT program would be to the FSO community? What would they be to the SWO community?**

2. **How could the FSOFT program benefit the Navy overall?**

3. **Do you think FSOs would be given equal opportunity to obtain a SWO pin?**

4. **Do you think FSOs would be given a fair FITREP?**

The answers to these questions and other concerns that were brought out in the interview process will be addressed in the following chapter.

IV. FLEET SUPPORT OFFICER FLEET TRAINING (FSOFT)

A. INTRODUCTION

The possible implementation of the FSOFT program raises several questions for both the FSO and SWO communities, as well as for the Navy at large. In order to determine the feasibility of implementing the FSOFT program, some of the significant questions for the Navy will be addressed. The impact of the FSOFT program and its advantages and disadvantages on and to the FSO and SWO communities will also be addressed in the next sections through questions relative to the implications. The discussion of these issues includes the considerations raised through the interview process, along with the author's perceptions of the issues, and the author's conclusions on how the issues should or could be resolved.

B. SIGNIFICANT ISSUES

1. Should the FSO be given the opportunity to obtain a SWO pin?

As was stated in an interview with the senior FSO, if the FSO attends SWOSDOC, then he or she should be given the opportunity to obtain a SWO pin. (See Appendix A.) There is precedence for permitting officers other than SWOs to obtain a SWO pin and also

attend the SWOSDOC. Special Operations (SPECOPS) officers attend the SWOSDOC and their first assignment is normally as a SWO DIVO.[16] OPNAV Instruction 1412.2G (Appendix B) outlines the eligibility requirements and standards for obtaining a SWO pin. The instruction permits LDOs and CWOs to become "Surface Warfare Qualified", even though they are not required but encouraged to qualify. Permanently assigned exchange officers from the Coast Guard and foreign navies are also permitted to wear the insignia. The instruction also states:

"An officer pursuing qualification as a SWO must:

(a) Be a graduate of the Surface Warfare Officer School Division Officer Course of Instruction. Graduation validates requirement to complete Fundamentals and Systems (100/200 series) portion of SWO PQS.

(1) Surface LDOs and CWOs who are not graduates of this course are required to complete the Fundamental and Systems (100 and 200 series) portion of the SWO PQS..."

(b) Be assigned permanent duty in a commissioned U.S. Navy surface ship as a commissioned officer for a minimum of nine months.

[16] MILPERSMAN 1210-230, CH-26, *Special Operations (SPECOPS) Officer (Diving and Salvage (D & S), Expendable Ordnance*

Through FSOFT, the FSO would complete SWOSDOC and then serve in an operational sea tour, thus meeting the requirements outlined in OPNAVINST 1412.2G (Appendix B) to obtain a SWO pin.

An implication related to the FSO's attendance at SWOSDOC and the obtaining of the SWO pin is that governing policies such as OPNAV Instruction 1412.2G would have to be changed to reflect the FSO community.

The feasibility of the FSO community designing its own pin to denote a warfare qualification has also been suggested. There is also precedence for the FSOs to obtain a modified version of the SWO pin, just as the Supply Corps and Medical Service Corps. The Supply Corps has a Surface Warfare Supply Corps Officer (SWSCO) pin and the Medical Service Corps has a Surface Warfare Medical Department Officer (SWMDO) pin; both are obtained through the assignment to an operational tour at sea. While either option for recognizing the qualification of FSOs as having completed SWO training has precedence, the option for their obtaining an actual SWO pin is believed to be the better one. FSOs will have completed the same training and qualifications as a SWO and thereby warrant the SWO pin. Additionally, for the long-term benefits of the Navy, as discussed in

this thesis, it would be better for FSOs to be recognized as fully qualified Surface Warfare Officers.

2. How well would the FSO compete against the SWO during the FITREP reporting cycle?

Since the FSO community is now part of the URL community, all URL officers will be ranked together and FSOs serving in DIVO tours on ships would have to compete against SWOs for fitness reports. This raises the question as to whether FSOs would be evaluated fairly. Several of those interviewed for this thesis expressed this concern. (See Appendix A.)

There is the perception that because of closely adhered to time constraints and the effects of downsizing on the operational tempo of the SWO community, FSOs would not be given equal opportunity to obtain a SWO pin, and therefore, would not be given a fair fitness report. The argument is that SWOs would be given priority over the FSOs because there would be very little time for all DIVOs on the ship to qualify. This fear that FSOs would not be treated fairly may be alleviated as the SWO community has begun initiatives to provide officers and enlisted more time to obtain Enlisted Surface Warfare and Surface Warfare Officer qualifications. Additionally, the Commander, Naval Surface Force, Pacific (SURFPAC) implemented a new maintenance scheduling philosophy. The benefit of this initiative

is that "shorter periods tied to the pier in an industrial environment minimizes the disruption it poses to learning to be surface warriors and achieving professional milestones."[17] This initiative increases the amount of time spent at sea and allots more time for DIVOs to obtain their SWO pins. These policies and initiatives would apply equally to both FSOs and SWOs competing for DIVO qualifications.

There is also the perception that FSOs will be given the "less desirable" jobs, and therefore, would not be given a fair fitness report. Although this was a concern of several people, some of those interviewed have adamantly stated that COs would assign and evaluate the FSO strictly on the performance of his or her job, just as they would a SWO. (See Appendix A.) In order to ensure fairness, it would have to be stressed that FSOs be treated equally as SWOs in the qualification process.

The issue of how well a FSO would compete against a SWO is really one that applies to all phases of a career. As a URL, FSOs will always compete against SWOs and other qualified peers. FSOs must be able to compete on equal terms. It can be argued that this initial training program would allow FSOs to compete more evenly for the duration of their careers, as they would have the same initial trianing and indoctrination as their SWO counterparts. As long as the proper

polices are established to ensure fairness, this issue should not hinder an effective FSOFT program.

3. How would ship type assignment affect the junior FSO?

Currently, FSOs are assigned as senior LTs and LCDRs to DH billets in training, 3M, and Combat Systems Officer/Communications/ADP on carriers and large destroyers, according to the FSO Community Manager. Through FSOFT, FSOs would be assigned as ENSs to SWO DIVO billets. While some might suggest that FSOs be assigned to the same type of ship where they would likely do a DH tour, there is evidence that this would not be beneficial.

In March 1996, Glenn E. Bautista wrote a thesis entitled *Surface Warfare Junior Officer Separation: Does Ship Type Make a Difference?* (Naval Postgraduate School thesis, March 1996). In it, he hypothesized that "...if a high separation rate is consistently being observed for a particular ship, ship class, or ship type, it is possible that an underlying cause for separation may stem from differences in opportunity between ships." He further stated that in a large wardroom onboard an aircraft carrier, an officer may not be able to distinguish himself or herself and may not obtain a warfare

[17] *Navy News*, http://www. chinfo.navy.mil.navpalib/news/navnews/nns97/nns97012.txt

qualification. Bautista, during his research, found that initial assignment to a carrier may not be conducive to retention and also that carriers had the "...lowest proportion of SWO-qualified JOs or officers who screened for DHs. Another finding was that "...initial assignment to a carrier or combat logistic forces ship may not be career enhancing for officers who are seeking promotion to LCDR." Finally, he found that officers assigned to cruisers/destroyers are promoted at higher rates than those assigned to carriers. For these reasons it may not be beneficial, in fact, it could be detrimental to junior FSOs to be assigned to carriers or large destroyers, even though they may likely be DHs on those ships. Rather, it would be most beneficial for junior FSOs, like their SWO counterparts, to be assigned to a wide variety of ships.

4. Should the type of billets FSOs fill after serving in an initial sea tour change?

As previously stated, FSOs who participate in the FSOFT program would first attend SWOSDOC for SWO DIVO training. If necessary, the FSO would then attend a specialty school. Upon completion, the FSO would then be sent to a ship to fill a SWO DIVO billet. Afterwards, the FSO would fill a FSO shore billet as part of their normal FSO career path. At some point, the FSO would choose one of the three core competencies of the community.

Initial sea tour job assignments for FSOs would include such jobs as Anti-Submarine Warfare Officer, Engineering Division Officer, Damage Control Assistant, and Communications Officer. Subsequent at-sea DH jobs might include such things as Combat Systems Officer, Communications/ADP or training. One may argue that in order to most benefit the FSO and the FSO community, DIVO jobs should be linked to FSO core competencies. However, the purpose of the FSOFT program is to equip the FSO with effective skills in watchstanding and navigation, shiphandling, and being a DIVO. For practically all officer communities, during the naval officer's first tour, the officer is to become familiar with general Navy operations and also concentrate on the development of leadership skills as a DIVO. This should hold true for the FSOFT program as well.

Figure 2 illustrates that as of August 1998, the FSO community plan called for 40 percent of FSOs to be SEWs, 40 percent to be MSAs, and 20 percent Logistic Support. These competencies were arrived at through a process of determining what jobs FSOs filled at the time and what skill sets were required in the Navy. As all the competencies reflect support to the Fleet, the fleet experience gained through the implementation of the FSOFT program would still relate to the support functions required by the Fleet.

So the types of billets FSOs fill after serving in an initial sea tour should not change if FSOFT were to be implemented. Perhaps, however, for the individual FSO, the core competency he or she chooses may be a reflection of what he or she did as a DIVO.

There is, however, an on-going study conducted by RCI, as mentioned in Chapter III, that might change the core competencies and the distribution of FSOs among those competencies. RCI has been contracted to study the FSO billet base and all ashore 1000 and 1050 coded billets. Initial results of the study should address the alignment of FSO billets and billets with particular common specialties. If the implementation plan is approved, recommendations of the URL billet review may also result in the redesignation of officers and billets to other URL, RL, or Staff Corps communities.[18]

C. IMPACT TO THE FSO COMMUNITY

1. How would the FSOFT program affect accessions through the lateral transfer process?

As stated in Chapter II, when the community was called the Gen URL community, it was primarily composed of direct accessions. In addition, those who failed out of a training program and those who were unable to attain their warfare qualifications in the Surface Warfare community were automatically transferred into the Gen URL

[18] Letter from VADM Tracey, Web Page http://www.persnet.navy.mil/fleetsup/current.asp

community. When the community changed to a RL community in January 1995, the community ceased taking in direct accessions, except for a very limited number of ENSs to fill billets of specific programs, denoted by an asterisk (*) in Figure 1 and discussed in Chapter II. Instead, the FSO community began accepting warfare-qualified lateral transfers at the O-3 and above level. According to the FSO Community Manager, most of the other O-1 and O-2 billets were deleted, and very few were redesignated when the FSO community became a RL community. The FSO community accessed between 50 and 75 lateral transfers from all other communities each year up until Spring 1998. The community has not accepted any lateral transfers or attrites from other communities since November 1998 because the structure of the community has been under review, as previously mentioned. The scope of this program would rely mainly on direct accessions into the FSO community. The lateral transfer process would then be used as a community-shaping tool to supplement the FSO community if it does not have the required number of FSOs to meet its requirements. This also depends on the health of the other communities from which the FSO community must draw. They may or may not allow officers to leave their community. Depending on the scope of the program, the lateral transfer process might be necessary

only to ensure the other warfare communities are represented in the FSO community.

2. Should the FSOFT include the other warfare communities?

Having previously accepted LT and LCDR lateral transfers from all communities raises the question as to whether or not FSOFT should include the possibility of training with the other warfare communities in addition to the SWO community. Training programs similar to FSOFT for the FSO community for the other warfare communities could possibly be implemented. However, for the purpose of this thesis, we will assume that the FSOFT program will only allow FSOs to qualify as SWOs. Thus, it will only address the impact on the SWO community. A SWO DIVO tour is advantageous to the FSO community because, as Chapter I mentioned, the Navy is a sea-going service. According to Murdy, Rear Admiral J. B. Hinkle stated in the May-June 1999 edition of *Perspective* that '...the one common thread that runs throughout all career paths is sea duty and the unique responsibilities sea duty entails.' Command of the seas is the reason for the Navy's existence. The other warfare communities are also essential to the future of the Navy and the expansion of FSOFT to include them should be addressed in a different study.

3. Would the FSO community be able to meet funding requirements of the FSOFT program?

Michael McKee, in his thesis entitled *Training Costs for Junior Surface Warfare Officers* (Naval Postgraduate School Thesis, March 1999), estimated the average training costs of an 116X designated officer who completes the typical Surface Warfare Officer training pipeline and then receives a SWO pin through the SWO qualification process to be $80, 194. He computed that figure using the following equation:

SWO = PCS + BST + PCS + Shipboard Training

where SWO is a Surface Warfare Officer, PCS is the cost of a Permanent Change of Station, BST is the weighted average cost of Basic Skills, and shipboard training is the training costs of an officer onboard a ship. The FSO community would incur the same training costs per person as the SWO community. PCS appears twice because the member initially PCSs to Newport, Rhode Island, to SWOSDOC and then PCSs to a ship. Shipboard training costs were limited to the percentage of the SWO's pay earned while training to obtain a SWO pin. In essence, there would be a shift in funding from the SWO community to the FSO community. Therefore, the FSO community should be able to meet all funding requirements.

4. Would the perception of the SWO mentality, "SWOs eat their young" affect junior FSOs?

A lateral transfer SWO junior FSO discussed in Appendix A the perception that "SWOs eat their young," meaning that SWO JOs are "...treated badly, dogged, downgraded in attitude and perception." as described by one SWO JO. This perception of the SWO community is not only felt in various warfare communities, but it is also prevalent in the SWO community and felt by the JOs. In an October 1998 *Proceedings* article entitled "Listen to the JOs: Why Retention Is a Problem," a retired Navy Admiral and two Navy Lieutenants wrote:

> The Surface Warfare Community has some unique and acute, self-inflicted problems. From the outset, we create an atmosphere of dread about the Surface Warfare Community: 99 percent of JOs we asked had heard 'SWOs eat their young' before being commissioned! This undoubtedly poisons the well for new officers beginning careers in Surface Warfare. One commented shortly after reporting to his ship, 'I have no desire to be a SWO. I don't like what I do: SWOs are treated badly, dogged, downgraded in attitude, and perception. It's just frustrating to get beat up all the time.' This perception is rooted in the reality of life as a Surface Division Officer. The warfare discipline from which all naval tradition springs has become the least desirable career choice—and we have done this to ourselves."

Some would suggest that these negative perceptions of the SWO community could possibly discourage a newly commissioned officer from joining the FSO community and doing an initial sea tour in a SWO DIVO billet. However, it should be noted that with the most recent system of accepting only lateral transfers into the community, there is no option for officers to be guaranteed entry into the FSO community.

Some people may be more inclined to enter the Navy if they knew there were an option to do one to two sea tours while spending the remainder of their careers in shore billets in support of the Fleet.

The SWO community is also doing things to change these perceptions. A SWO JO survey was distributed in July/August 1999 to discern the attitudes and perceptions of JOs. The surveys were mailed to the 4,524 officers in YGs 90-98; responses were received from 2,493. Micro-management was among the top job dissatisfiers.[19]

The Navy is addressing these problems and it must continue to do so. Hopefully, the Navy's attempt to address these problems will be successful. FSOFT is a good program that could make a better Navy.

D. ADVANTAGES OF FSOFT TO THE FSO COMMUNITY

1. The FSO community would not have to rely on lateral transfers from other communities.

FSOFT allows the FSO community to "grow" its own warfare-qualified officers. Currently, twenty-two percent of the FSO community is warfare qualified;[20] a great majority of which are LT and LCDR lateral transfers from other communities.

Once the officers have qualified as SWOs and completed their initial training, the FSO community would be able to provide the

[19] *JO Officer Survey Results*, July/August 1999, http://www.bupers.navy.mil/pers131.htm

necessary skills, training and experience to its officers as it is needed. It would no longer have to hope that the right people at the right rank with the right skill sets would be available and willing to transfer to the FSO community.

2. A SWO DIVO tour is advantageous to the FSO community because it provides the Navy the foundational skills and experience to effectively operate in support of a sea-going service.

The leadership experience and expertise gained as a result of having filled a SWO DIVO billet are valuable to the Navy. FSOs would be better able to support the Fleet because they would have necessary background and training to make them better support officers and they would also be more fully prepared for their careers in the Navy. FSOs with fleet experience would gain a greater appreciation of the Navy's mission. They would also have a better understanding of the support required of the Fleet in the FSO core competencies of Space and Electronic Warfare (SEW), Manpower Systems Analysis (MSA), and Logistics. A sea tour would give FSOs the essential skills in standing watches and managing administrative duties of a division officer, and would better prepare them to fill lieutenant commander (LCDR) and above, at-sea billets in the FSO community.

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[20] DACOWITS Luncheon Speech by RADM Ronne Froman, 22 October 1999, Web page http://www.persnet.navy.mil/fleetsup/current.asp

One of those interviewed conveyed that the technical knowledge gained through a SWO DIVO billet may become outdated quickly and would therefore not be valuable to FSOs later in their careers. (See Appendix A.) However, as FSOs currently serve as DHs, even if they are not SWO qualified, it seems that any additional training that would ensure that FSOs are equipped with a more thorough understanding of fleet requirements and operations, would enable him or her to provide better support to the Fleet.

3. An initial sea tour would give the junior FSO the proper foundation to serve as a DH in one of the FSO discrete billets or 1000-coded LCDR training billets.

According to the FSO Community Manager, senior officers are "a bit hesitant" in assigning an FSO to an initial sea tour:

> "...because they haven't been before and they just don't want to have to take too long to catch and they don't want to hurt their departments by not knowing how things are at sea. Some of the LCDR training billets on carriers are FSO discrete and some are 1000-coded."

Murdy reported in her thesis that FSOs should complete a sea tour prior to being detailed to DH billets, particularly Training DH billets. Generally, this assignment occurs fairly late in the officer's career and many do not have the opportunity to do a sea tour prior to this assignment. The FSOFT program would alleviate this problem, as all or many FSOs would have already done a sea tour. Additionally, FSOFT would better prepare the senior LTs and LCDRs for the DH

billets through their initial assignments at sea, thus alleviating the concern that an FSO would not know "how things are at sea" which could "hurt a department."

E. DISADVANTAGES OF FSOFT TO THE FSO COMMUNITY

The disadvantages of FSOFT to the FSO community are minimal. Depending on the scope of this program, FSOFT would require all or most new ENSs in the FSO community to do a sea tour. Because of this requirement, some may be deterred from joining the FSO community, but this percentage should be relatively small, given that going to sea is the core of the Navy. Additionally, there is no option now that allows an officer to join the URL without having to obtain a warfare qualification.

The other disadvantage could be in the preparation of FSOs to support all parts of the Fleet. If there are fewer or no lateral transfers of warfare-qualified officers from other communities, i.e., Aviation, Submarine, etc., there would be less expertise from within those communities, depending on the scope of the FSOFT program. This could be alleviated by expanding the FSOFT program to include other communities, or alternately, by allowing some percentage of FSOs to be gained through the lateral transfer process from those communities. There are obvious difficulties and costs associated with

either of these options. These would need to be further explored before adopting one policy over another.

F. IMPACT OF FSOFT TO THE SWO COMMUNITY

1. How will FSOFT affect SWOSDOC quotas and the billet structure of the SWO community?

The SWO community will access fewer SWOs as ENSs, since some of the SWO JO billets will be shared with the FSO community. Consequently, the SWO community will also lose some of its SWOSDOC quotas to the FSO community. In general, the number of SWOs accessed as ENSs will decrease by the number of FSOs participating in the FSOFT program, resulting in an overall decrease in the manpower endstrength of the SWO community. This in turn would reduce the number of SWOs available for assignment to DH billets. This could require a higher retention rate than the SWO community is now experiencing. However, the SWO community has recently put in place several initiatives to improve the SWO continuation rate, most notably, they have initiated the SWO bonus, Surface Warfare Officer Continuation Pay (SWOCP), which is designed to be an incentive bonus that pays a SWO up to a total of $50,000 to stay in the SWO community to remain on active duty through two afloat DH tours.[21]. The full impact of these initiatives has not yet been realized. This

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[21] http: //www.bupers.navy.mil/pers41/swocp/Paymentschemes/main.htm

issue needs to be explored in greater depth, however, it is anticipated that the limited number of FSOs who would participate in this program would not have a serious impact on the number of SWOs who would be required to stay in the Navy to fill DH billets. This same number of officers would be expected to request lateral transfer to the FSO community anyway. Thus, this issue should not significantly impact whether or not the FSOFT program would be implemented.

G. ADVANTAGES OF FSOFT TO THE SWO COMMUNITY

1. FSOFT could possibly decrease, in the long run, the SWO DH shortage, at no additional training costs.

There is currently a shortfall of SWO DHs as illustrated by Figure 3. To fix this problem, the SWO community has initiated a SWO bonus, as discussed above. However, the FSOFT program could also help alleviate such problems in the future. FSOFT would provide the SWO community with another pool of personnel who are already warfare-qualified and qualified to stand watch and fill SWO DH billets. The SWO community could choose to designate some more DH billets as 1100, if they qualify, or FSOs could be assigned to SWO DH billets on a relatively short-term basis until the inventory of SWOs is sufficient to fill those billets. This, just as the lateral transfer process, might be used as a force shaping tool for the FSO community; the FSO

community would be in a much better position to support the SWO community in times of personnel shortfalls.

2. FSOFT could also be used as a recruiting tool by the SWO community.

All FSOs currently do not get the opportunity to try shipboard life. With the FSOFT program, all officers would get the opportunity. Some FSOs may discover that they truly enjoy a career at sea and may decide to pursue a lateral transfer to the SWO community, particularly if they see the possibility of becoming eligible for a SWO bonus and sea pay. This could be used as a valuable recruiting tool for the SWO community. They would have the opportunity to recruit the best FSOs to become SWOs.

3. FSOFT, in the long run, could possibly increase the watch-section rotation amongst the SWO DHs.

The FSOs that would come back as LCDRs to fill the LCDR billets on the carriers and large destroyers would already be qualified to stand watch, and therefore, could become part of the watch-section rotation, possibly reducing the number of watches per week a SWO stands. As previously stated, one of the interviewees addressed the concern of the obsolescence of technical skills gained in the Fleet. However, as already stated, the basic skills gained as a watchstander, or Officer of the Deck (OOD) are generally those that can be renewed

fairly quickly. Again, it seems the benefit of the FSOFT program would seem to out weigh the possible cost of retraining.

H. DISADVANTAGES OF FSOFT TO THE SWO COMMUNITY

1. The SWO required continuation rate may increase.

As more FSOs are accessed through the FSOFT program to fill SWO DIVO billets, the requirement for SWO DIVOs will decrease. However, the required number of officers to fill SWO DH billets will not have changed, thereby increasing the required continuation rate of SWOs.

The SWO community has already begun several initiatives to increase its retention rate. The SWOCP bonus, as previously mentioned, is one initiative. The CNO has also made several workload reduction recommendations, such as the elimination of various reports, also in hopes of increasing the SWO community cumulative continuation rate.[22]

I. BENEFITS OF FSOFT TO THE NAVY OVERALL

The major benefit of FSOFT is that it will allow the FSO community to provide better service to the Fleet. Murdy, in her thesis, quoted RADM Gerry Hoewing when he stated: 'Sea Duty – is the very core of our Navy's strength. In essence it is what we do.' Through FSOFT, the Navy would gain well-rounded officers with a more

thorough understanding of "sea duty" or fleet operations and requirements. Ultimately, these officers will be able to provide better support to the Fleet. A secondary benefit is the ability for the FSO community to compensate for shortages in the inventory at critical points in the Surface Warfare Officer community, such as at the DH level.

[22] Workload Reduction Recommendations from the CNO, http: http://www.bupers.navy.mil/pers41

Proposed FY00 Promotion Plan

End Strength and Inventory

GRADE	1700 OPA BILLETS	ALLOCATED 1000 BILLETS	STRENGTH	BILLET PYRAMID (%)	CURRENT INVENTORY	CURRENT PYRAMID (%)
CAPT	53	40	93	4.69	75	
CDR	166	115	281	14.69	353	
LCDR	315	205	520	27.88	479	
LT	416	218	724	39.47	603	
LT*	30	0	30	*	30	
LTJG	0	0	0	0	25	
LTJG*	104	0	104	*	123	
ENS	0	0	0	0	11	
ENS*	46	0	46	*	101	
SUB-TOTAL	950**	578**	1528**	100.00	1546**	
TOTAL	1130	578	1708		1800	

Figure 1. FSO Endstrength and Inventory [Ref. 11]

Core Competencies

- Our community plan calls for:
  - *40%* SEW
  - *40%* MPT
  - *20%* Log Support
- Our current personnel percentages are:
  - *36%* SEW
  - *43%* MPT
  - *21%* Log Support

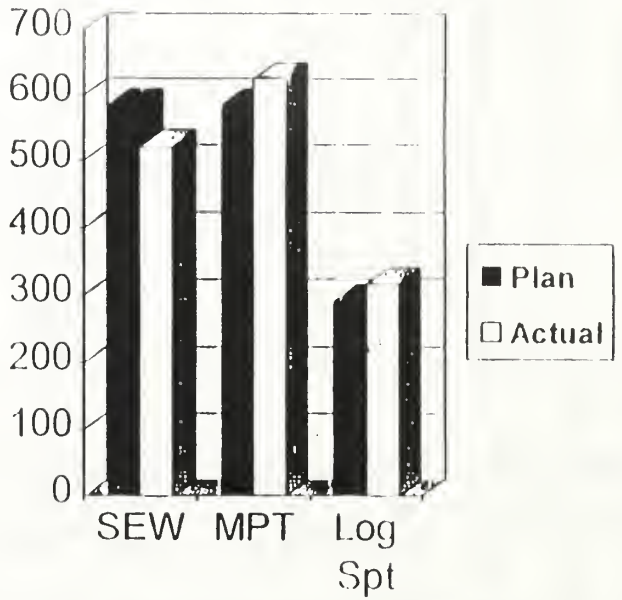

Figure 2. FSO Core Competencies: Community Plan [Ref. 11]

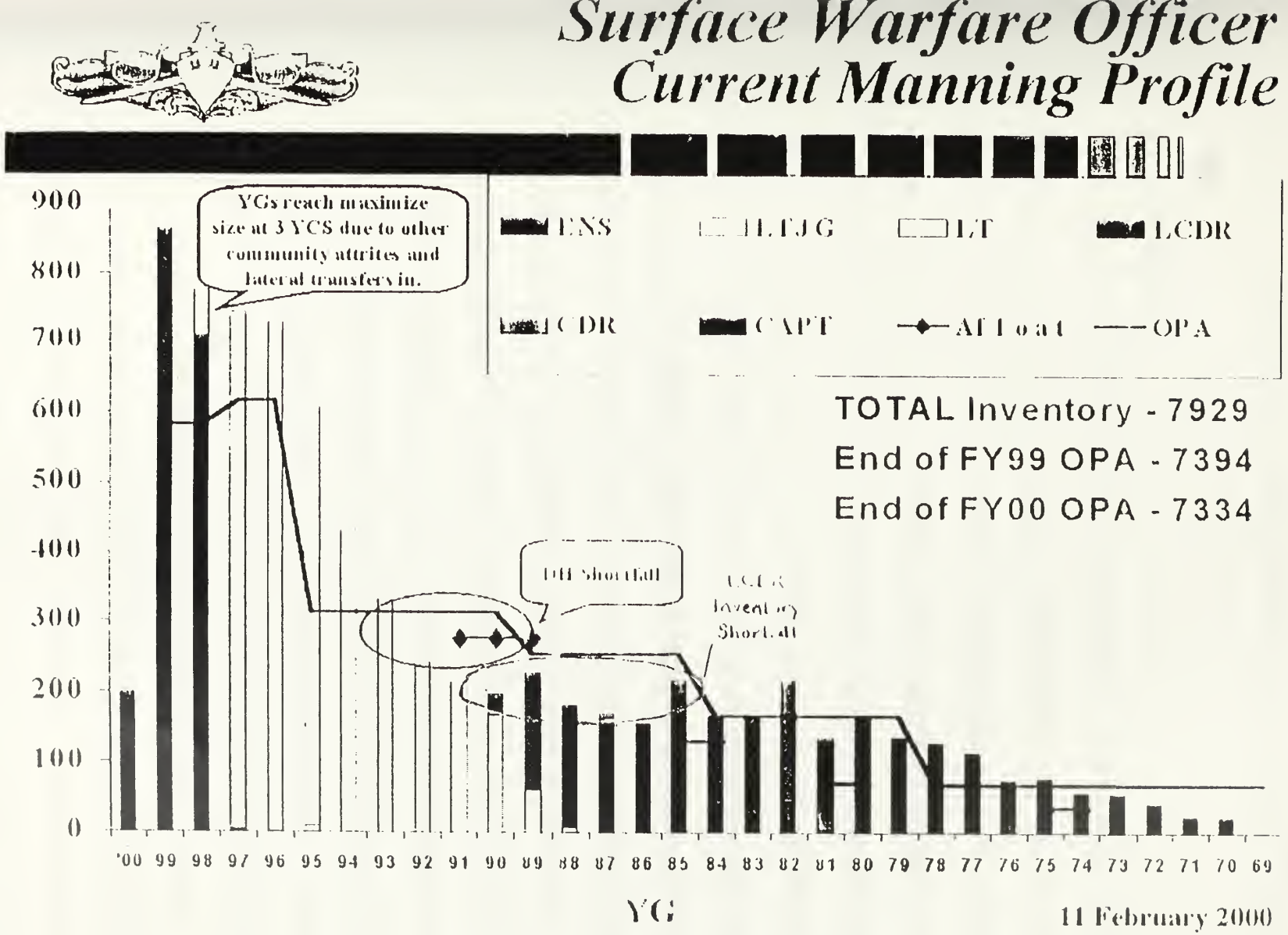

Figure 3. Surface Warfare Officer Current Manning Profile [Ref. 23]

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V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

A. SUMMARY

As discussed in Chapter II, the history of women in the Navy has greatly impacted the Fleet Support Officer (FSO) community. Initially, women could only serve in medical positions and on noncombatant ships because of combat restriction laws, leading to the General Unrestricted Line (Gen URL) community, a predominantly female officer community. The removal of these restrictions spearheaded the change of the Gen URL community to the restricted line (RL) FSO community and opened up positions for women on combatant ships. To make the community more viable and credible, lateral transfer officers with warfare qualifications were accepted into the FSO community. Recently, the FSO community reverted to being an URL community. However, one can say that throughout its history, the FSO community, now again an URL community, has never really had the same opportunities other URL communities have had. While individuals within the community have been able to take advantages of many opportunities afforded to them, the FSO, as a community has never had the opportunity to obtain warfare qualifications, nor for all its members to serve in sea tours. The Navy is a sea-going service. The purpose of the FSO community is to provide support to the Fleet.

The Fleet Support Officer Fleet Training (FSOFT) program will give the FSO community both the opportunity for its officers to obtain warfare qualifications, and the ability to better support the Fleet.

As described in Chapter IV, there would be disadvantages and advantages of the program to the SWO and FSO communities. However, the overall benefits to the Navy, both communities, and the individual FSO are much greater than the disadvantages. The FSOFT program, as described in this thesis, would definitely add credibility to the FSO community because newly commissioned FSOs would be assigned to a sea tour as a SWO DIVO and given the opportunity to obtain a warfare pin. When assigned to any subsequent FSO shore billet, the FSO will have a better understanding of fleet operations, and in essence, will be a more well-rounded leader.

B. CONCLUSIONS

Based on the findings of the research conducted, the author concludes there should be a program for a specified number of junior FSOs to complete initial SWO training and be assigned to a SWO Division Officer billet, as their initial assignment.

1. FSOs should be given the opportunity to obtain a SWO pin. As discussed in Chapter IV, there is precedence for other non-SWO officers to obtain a SWO pin. FSOs will have completed the necessary training and also a sea tour.

2. Having served in a sea tour and obtained a warfare pin would allow the FSO to compete more equally with other URL officers. For the most part, FSOs, like other warfare counterparts, will have served in an operational tour. They will have obtained a warfare pin. Additionally, they will have a more complete understanding of fleet operations that would allow them to be better managers.

3. FSOs would be more willing to serve in a DH billet at sea, since they would be better prepared for the tour. Thus, they would be more efficient as a DH.

4. Overall FSOs will compete comparatively well against the SWO during the FITREP reporting cycle. There may be a few reporting seniors who grade unfairly for various reasons, but there are measures in place, i.e., allowing the member to make a statement, that help to alleviate that problem, if it were to occur.

5. As discussed in Chapter IV, Glenn E. Bautista's thesis, *Surface Warfare Junior Officer Separation: Does Ship Type Make a Difference?,* provided evidence that ship type assignment would affect the junior FSO. Although Bautista's thesis discussed ship type assignment with regard to the SWO JO, those same findings can be applicable to the FSO JO as well. It may not be beneficial for FSOs to be assigned to carriers or large destroyers as an initial assignment, even though they, most likely will be DHs on those types of ships. It

is more beneficial for the FSO, just as it is for the SWO, to be assigned to a wide variety of ships.

6. The type of billets FSOs fill should not change due to the FSOFT program. The experience gained through FSOFT would still relate to the support functions. The type of billets, may, however, change due to the billet base study Resource Consultants, Incorporated (RCI), is conducting.

7. The FSO community would not rely solely on the lateral transfer process for the expertise of warfare-qualified officers. Instead, the FSOFT program would allow the FSO community to "grow" its own warfare-qualified officers and only use the lateral transfer process on a secondary basis.

8. As stated in Chapter IV, all warfare communities are essential to the future of the Navy. Whether or not FSOFT should include other warfare communities is recommended for further study.

9. The FSO community will be able to meet funding requirements of the FSOFT program, given that resources would be shifted from the SWO community to the FSO community.

10. The perception of the SWO mentality should have very little effect on the junior FSO. As stated in Chapter IV, one may be more inclined to enter the Navy if they knew they only had to do one or two sea tours for their entire career.

C. RECOMMENDATIONS FOR FURTHER STUDY

If the FSOFT program, as described in this thesis, is to be initiated, there are several areas of study that should be addressed. They are:

1. Conduct a survey to determine a realistic number of of NROTC and Naval Academy midshipman who would possibly be interested in participating in the FSOFT program. FSOFT, if initiated, would be very beneficial to the Navy, but if there is no interest in it amongst newly commissioned officers, then the program may not be successful.

2. Conduct a study on the feasibility of expanding the concept of FSOFT to the other warfare communities, thus allowing FSOs to do their initial training as aviators or submariners, as well as SWOs, and making initial warfare qualification a requirement for the FSO community. It would also require some determination of what percentage of the FSO community should be from each warfare specialty and how would the Navy best achieve this mix.

3. Conduct a study to compare statistics promotion and performance statistics of FSOs who have a done a sea tour and obtained a warfare qualification against those who have not. This study would be useful for validation of the need for such a program and might show how the program would benefit the Navy.

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APPENDIX A. SEMI-FORMAL INTERVIEWS

A. WHAT DO YOU THINK THE ADVANTAGES AND DISADVANTAGES OF THE FSOFT PROGRAM WOULD BE TO THE SWO AND FSO COMMUNITIES?

1. Synopsis of Responses

When the interviewees were asked, "What do you think the advantages and disadvantages of FSOFT would be to the SWO and FSO," the responses amongst the senior FSOs, one of which is a lateral transfer SWO FSO, were rather similar; they thought the program would benefit both communities. However, the senior SWO and junior lateral transfer SWO FSO were very pessimistic in thinking FSOFT would provide little benefit to either of the communities.

2. Justification

The senior FSO believes FSOFT would be advantageous to both communities. She discussed the disadvantages of the FSOFT program in her responses to subsequent interview questions. She responded:

> The FSO adds the experience and enrichment to their careers in performing a support function an understanding the warfare side of it. And it gives the warfare folks an opportunity to understand and appreciate the support, but more importantly, field support jobs are going vacant right now.

The lateral transfer SWO senior FSO feels that his SWO experience greatly enhanced the jobs he has held in the 1100 community. He responded:

> It could be nothing but favorable. When they roll to their shore jobs they would have a great understanding of fleet requirements.

The senior SWO felt that sending FSOs to SWO training as ensigns and then to a sea tour does not benefit his community at all because the SWO community has no shortage of Division Officers (DIVOs) but of Department Heads (DHs). The biggest shortfall comes right around the time the SWO is scheduled to go back to sea for his DH tour or in between year groups 92 and 93. Figure 3 illustrates the SWO community shortfall. At that point, the SWOs have finished their first DH tour and some may not desire a second one; some may choose to get out then. The year group 92 bar has an even bigger drop.

He also argued that it would not benefit the FSO community if they will not establish a sea-shore rotation because the information gained as a fleet DIVO becomes outdated very quickly. Additionally, he believes that because the economy is doing so well, there is really nothing else the SWO community can do to fix the shortage. He responded:

I think the program will be better for the individual but it won't be better for the (FSO) community because the only thing that you're gonna get out of this thing is what?.... You're gonna have a warfare pin on your chest and that's it. People are gonna think you're SWOs. The warfare pin means nothing if you don't have the knowledge associated with it. If you want a breastplate to put on, make up your own. After the initial SWO tour is completed, what's the FSO gonna do six years down the line? Are you gonna be a department head? If you're not gonna be a department head on a ship, then that does my community no good.

Why not have the FSO community establish a bonafide sea-shore rotation where they will go. And it should not be for the SWO community. It should be for the Supply Officers, the SPEC Warfare, for the submariners and aviators. That will bring more credibility to your program.

How does taking in FSOs help me if you don't have a bona-fide sea-shore rotation? The way for you to help out with my community is for you to come up with a sea-shore rotation that will bring FSOs in as DIVOs, then they go to shore and do a FSO shore tour in direct support of the community the FSO did the DIVO tour in. Then the FSO should go back to sea as a department head. Afterwards, the FSO should go back to shore in an FSO billet that will directly benefit the SWO community. Then go back to sea as an FSO.

My argument is if you put a FSO on a ship at the DIVO level, the only way it'll help my community is that they will physically have to fill one of those billets.

The reality is that there's nothing we can really do to make people stay as long as there is a booming economy out there. The only thing that we can do is wave a carrot in front of people's faces by saying, "Hey we're gonna give you $50,000." Okay, some people will stay, but the fact is you still got IBM people offering these people three times as much money as the Navy is willing to pay them. They're saying, "You don't have to go to sea for six months. You don't have to stand duty." So we still have to deal with that.

The lateral transfer SWO junior FSO has not yet done a tour as an FSO; she lateral transferred in 1998. She responded:

> I wouldn't like it (the program). I don't think it would benefit either community. SWOs have a different mentality than FSOs from what I have seen so far. Once an FSO was slated to be a "TEMP-SWO," I feel that there would be immediate resentment from both communities towards that person. First the FSOs who were not "chosen" to go through that training would be mad BUT also the full-time SWOs would not give that FSO the "time of day." You put the FSO in a very bad position by putting them in that pipeline because it tries to like create like a third community. You already have the FSOs and you have the SWOs and having seen both sides of the coin, I can tell you that the bridge over is not as easy as you know, go to a little training here and come back, and so I would think it would be disadvantageous to both communities. What would be good would be if people would come in as surface officers initially and then decide to lateral transfer once they had achieved their pin and qualified to lateral transfer, you know if their needs didn't meet. But to call somebody an FSO and being a part-time SWO just didn't seem to fit in any community's best interest.

B. WHAT WOULD THE BENEFITS OF THE FSOFT PROGRAM BE TO THE NAVY OVERALL?

1. Synopsis of Responses

The responses of the interviewees to Question B are similar to Question A responses.

2. Justification

The senior FSO attends the annual FSO O-6 and flag level meeting held in June. They have discussed all kinds of scenarios of what to do with the 1700 community. She said:

Some young lieutenant is gonna go out there and like it so much, he'll lateral transfer. It'll be a lot of catch-up he'll have to do to lateral transfer, but we need to have those kinds of options. We're a different kind of Navy now.

The lateral transfer SWO senior FSO responded:

The more officers that understand what goes on at sea the better support will be to the Fleet.

The senior SWO did not feel the program could benefit the Navy overall. He argued:

I don't feel that FSOFT would be a good program. To understand the SWO community there has to be daily interaction in the SWO community across the board. And you really don't even get a tip of the iceberg by going by completing an initial SWO tour. Because number one, SWOs are focused on one thing. They're focused on their qualifications when they go to their initial sea tour. The other problem is because our community changes so much, what is good today, two years from now will be obsolete. So, if you are talking about being a career-minded FSO and you sit back and tell me after being away from the SWO community for five years, "Well, when I was a SWO, this is what I understood," that information is obsolete. The second thing is that if you only will complete a DIVO tour, you will only have a DIVO's perspective with the problems associated with any problem that would come up; your reference point will only be that of a DIVO.

This is what I think would help your community a whole lot better. I believe that if there were billets available for you to go on as DIVOs, and if there were billets available for you to go on as department heads, and then if there were billets available for you to go on as post department jobs, you would have a better understanding of what goes on in the SWO community.

The lateral transfer junior SWO FSO commented:

> Overall it would be great if we can get more women to go to sea and get more experience; that would be the great part, but I think I'm stuck at getting an FSO over there, so the only ones I think it would benefit, you know, like I said before, if you get a woman, or anybody who is thinking about being a FSO to go through the warfare designator first and then lateral transfer. Like you can't tell somebody, you go in, that your first tour is to go as a one-tour Division Officer, get your pin and then you automatically become an FSO. It would benefit if we could get people to go to sea first and not ever let anybody know in either community that this person was gonna go ahead and join into our community later on. That person would stand a much better chance of getting the full benefit. I mean you don't get hours allotted to you on a bridgeway when it's so limited if you're only there temporarily. And I saw that even in the enlisted ranks when people were trying to cross deck just to get their qualifications when they wanted to get their ESWAS pin. It's like "Look, I have people that need that, and it's our bread and butter, and how am I gonna give it to you?" Unless you can say that the person is gonna be a part of the Surface community from the get-go, and it just so happens that they lateral transfer, it's a whole different story.

C. DO YOU THINK FSOs WOULD BE GIVEN EQUAL OPPORTUNITY TO OBTAIN A SWO PIN?

1. Synopsis of Responses

The responses of the senior FSO and lateral transfer SWO junior FSO differed from those of the lateral transfer SWO senior FSO and the senior SWO, who shared similar views.

2. Justification

The senior FSO stated that she could not make an informed opinion, but perhaps, she thought, the FSO could come up with some

sort of distinction, such as a pin for FSOs or record annotation that FSOs have completed this program. She responded:

> I don't know. I don't have an informed opinion. They argue you can earn a SWO pin if you are a SWO, if you access through SWO or taken through lateral transfer. We had a bunch that came from SWO community into our community and have gone back. And they needed to feel that they would be welcomed back, as opposed to "hey, you left us and we're gonna hold you down." I mean some of that still might happen. But there was a time when anybody could still strike for a pin if they had the opportunity to do so, and I think they've since tightened that up. And I don't know all the rationale behind it. They try to keep it very prestigious. They're pretty stingy about criteria for those pins. But I don't see why we shouldn't. If you don't get the pin, at least you get your record annotated that you have completed this type of program and you went to sea, or whatever.

The lateral transfer SWO senior FSO responded:

> Yes, but they should go to SWO indoctrination course first.

The senior SWO responded:

> I do. SWOs are not that parochial. We don't care. As long as you come in there to stand the watch and do the job, we don't care. If you come to work everyday to do your job, we don't care. We have a track record to prove so we don't care. Remember our community is based on trust. That's the biggest thing that that warfare pin means to us---that we have a commanding officer who entrusted us with a ship while he was sleep. That's what that SWO pin means and that's what separates them from any other warfare pin that there is.

The lateral transfer SWO junior FSO referenced her response to Question A and stated:

No way! They wouldn't get a fair shake. The politically correct answer is "Bring 'em on board, the more the merrier. We'll love to train 'em." But I think the reality would be the FSOs would be welcomed aboard; they wouldn't be treated the same or afforded the same opportunities. On the surface, they would say, "Sure, come on board," because that's the politically correct thing to say, but the reality is that there would not be an extra hour to be given to that person to qualify to get his or her pin. You have SWOs that are designated to be SWOs, and if they don't qualify, they're kicked out. But no CO, no SWO CO, would give his non-SWOs the time of day. I mean unless, well there has been an instance where I've been on board that there are evolutions that everybody has already qualified and there's actual time, especially with downsizing; we don't even have enough man-hours to go do a man-overboard drill to be called proficient in it. You have to kind of read the books and hope that you get it right when it's your turn. And so I can't see that that scarce hour would be given to somebody. So I would say no, you're not being treated fairly 'cause you're being told, "Come on board. We'll help you along," but the chances of your qualifying, I would be surprised. It's not that people, like an aviator, don't come to a ship and cross-deck, but it would just be a whole different thing if people would come on board as a temporary thing, knowing that they're going to another community.

D. DO YOU THINK FSOS WOULD BE GIVEN A FAIR FITNESS REPORT?

1. Synopsis of Responses

The lateral transfer SWO senior FSO and the senior SWO shared the same opinion. The response of the lateral transfer SWO junior FSO was very similar to her response to Question C.

2. Justification

Expressing a little doubt, the senior FSO responded:

The skipper who's an 1110 is gonna want to take care of the upward mobility of his fellow SWOs. If you're competing with them you might not get the best. That would have to be overcome. I would think that probably most of the COs would grade based on performance and contribution to the accomplishing of the mission. Perhaps if the CINCs would gain sponsorship as a special program and it's a competitive program and competitive officers get to do this---as lieutenant. And it addresses the problem of helping to fill shortages. Helps round out that individual's career. And it's got the montrel of the stamp of approval of an official program. If not, then it's not likely the individual will get a good FITREP. Maybe even to have even a separate category FITREP. By golly, how hard is that? To figure out some kind of special one of one, non-competitive FITREP. It should be an observed FITREP. That's always good because you know when you come here (NPS) you get a non-observed FITREP; you don't want too many of those. An observed FITREP---maybe there's a way to explore to do it so it's not competitive with the other SWOs on the ship.

The lateral transfer SWO senior FSO responded:

Yes, at sea all fitness reports are based on merit and competence at sea.

The senior SWO responded:

Yeah. You have your own designator. Your FITREP is based on your designator and promotion status. The other thing is that aboard a ship, no one really pays any attention to the designator for success or failure.

The lateral transfer SWO junior FSO responded:

The politically correct answer is---SURE. In reality, NO WAY! You being an FSO coming on board is going to be encouraged; I have no doubts that, especially if you're a woman because we're in this gender-neutral and we want to promote and want to do all this "keyword stuff" that we hear about. So no CO is gonna be caught with his pants down, saying, "I don't want a woman, much less, an FSO

coming on board." So they're gonna go ahead and say, "Sure. Sure." But when that person is put up against another line officer to compete for a FITNESS report, how can you ever imagine that that person would get evaluated? It would be a "1 of 1" only. If anything, that would be the best and fairest way, just that "1 of 1". But you're saying that you want that person to go through all the initial channels of the SWO community, and expecting that person to do that; if they're not getting the man-hours, they're not getting qualified, they're not getting Officer-of-the-Deck qualified, then FITNESS report will read: "Did not qualify before her time or his time." Everybody would have good intentions, but I don't think it would come to that person getting fair treatment. And I saw that at the (Naval) Academy where the Line Officer's job was nowhere near being what shipboard life is like, or Aviation or Submarine life. Those that were warfare qualified faired out better than the non-warfare people. We were ranked against each other and, for whatever reason now, you can draw a lot of conclusions. You can say warfare officers (a) have immediate credibility amongst all officers with the warfare COs ashore; they might say, "Oh, you're a SWO, you belong, or you been there." Or you can say that because of the preparations at sea or the preparations of the Aviation squadron that they prepare you differently because you go to a DIVO course. Who knows whatever the reason is? But I saw, my four years there, that people who were warfare and had a pin or even a Marine who didn't have a pin, but you know people who were viewed differently, received higher marks and were looked upon as a better leader and written up as one. When I lateral transferred and became, no longer, one of them, but a FSO type, I immediately received a lower evaluation. And I know that my performance did not change; my company improved in points. But they couldn't say in my FITNESS report, "had a child, didn't spend as much time in the office, is no longer a SWO." But what they could say was, "Company points declined in one field, however, they rose in another, but the competition is really stiff." So I have to feel that that was shore life and it just happened too coincidentally upon lateral transfer, to myself and a couple of other women that did and one guy that lateral transferred. So, I thought, now how can I believe that sea life, and putting the FSO at sea is gonna be any different?

APPENDIX B. OPNAVINST 1412.2G

DEPARTMENT Of THE NAVY
Office of the Chief of Naval Operations
2000 Navy Pentagon
Washington DC 20350-2000

OPNAVINST 1412.2G
N86
14 March 1996

OPNAV INSTRUCTION 1412.2G

From: Chief of Naval Operations
To: All Ships and Stations (less Marine Corps field addressees not having Navy personnel attached)

Subj: SURFACE WARFARE OFFICER (SWO) QUALIFICATION AND DESIGNATION

Ref: (a) Naval Military Personnel Manual, Article 1410270
(b) Naval Military Personnel Manual, Article 1420180

1. Purpose. To revise and reissue the requirement for qualification and designation as a Surface Warfare Officer (SWO). This is a significant revision and should be reviewed in its entirety.

2. Cancellation. OPNAVINST 1412.2F.

3. Discussion. SWO qualification is the direct responsibility of every 116X/119X officer and is the initial milestone in a training and qualification process that culminates in command at sea.

4. Eligibility

a. The following are eligible to attain designation as "Surface Warfare Qualified":

(1) Commissioned officers permanently assigned to a commissioned U.S. Navy surface ship; specifically, Surface Warfare and Special Operations trainees (116X/119X), lateral transfers into Surface Warfare, limited duty officers (LDOs) (61XX, 621X, 623X, 626X, 628X, 629X, 640X, 641X, 648X,), and chief warrant officers (CWOs) (711X, 712X, 713X, 714X, 716X, 718X, 719X, 720X, 721X, 723X, 724X, 726X, 728X, 729X, 740X, 748X) 116X/119X designated officers and lateral transfers into surface warfare are required to qualify; LDOs and CWOs in the above designators are encouraged, but not required, to qualify.

(2) Permanently assigned exchange officers from the Coast Guard and foreign navies. (Authorization to wear the insignia rests with the parent service or country of the officer concerned.)

(3) Ready Reserve Officers (Inactive Duty) permanently assigned to the crew of a Naval Reserve Force (NRF) ship or a Ship Augmentation Unit (SAU) for a ship.

b. Personnel not eligible for SWO designation may use SWO Personnel Qualification Standards (PQS) to earn Additional Qualification Designators (AQDs) for qualification as Officer of the Deck (Underway) (OOD(U)), Engineering Officer of the Watch (EOOW), and Tactical Action Officer (TAO).

5. Standards. The intent of this instruction is that all officers seeking SWO qualification meet the same requirements and high standards of performance. An officer pursuing qualification as a SWO must:

a. Be a graduate of the Surface Warfare Officer School Division Officer Course of Instruction. Graduation validates requirement to complete Fundamentals and Systems (100/200 series) portion of SWO PQS.

(1) Surface LDOs and CWOs who are not graduates of this course are required to complete the Fundamentals and Systems (100 and 200 series) portion of the SWO PQS. This requirement may be met by achieving a minimum grade of 3.2 on a written exam covering the Fundamentals and Systems (100 and 200 series) portion of the SWO PQS. This exam will be provided by Surface Warfare Officer School Command (SWOSCOL-COM), Newport, RI, through a routine distribution.

b. Be assigned permanent duty in a commissioned U.S. Navy surface ship as a commissioned officer for a minimum of nine months.

c. Satisfactorily complete all applicable Watchstation items of PQS listed in paragraph 5d through 5g. The minimum watchstation requirements to achieve SWO qualification are those items applicable to own ship's capabilities and mission areas. Commanding officers are encouraged to use every opportunity (e.g., officer exchange programs, temporary additional duty (TAD) assignments, trainer facilities, formal training) to provide exposure to all aspects of surface warfare.

d. Complete the following PQS:

(1) Basic Damage Control (NAVEDTRA 43119-G) watchstations 301-306 (Qual 1).

(2) SWO Engineering (NAVEDTRA 43101-3D).

(a) Completion of an Engineering Officer of the Watch (EOOW) qualification on any ship satisfies the requirement to complete this PQS.

(b) Non-nuclear trained officers on nuclear powered ships are required to complete the watchstation requirements for Engineering (Steam Plant), NAVEDTRA 43101-3D, watchstation 301.

(3) Small Boat Officer (NAVEDTRA 43152D).

e. Qualify and serve successfully as In Port Officer of the Deck (NAVEDTRA 43397BQ8 or other NAVEDTRA PQS specific to ship class, if applicable).

f. Qualify and serve sucoessfully as a Combat Information Center Watch Officer or Surface Watch Officer (NAVEDTRA 43101-4DQ1, or other NAVEDTRA PQS specific to ship class, if applicable).

g. Qualify and serve successfully as an Underway Officer of the Deck (NAVEDTRA 43101-4DQ2), or other NAVEDTRA PQS specific to ship class, if applicable. For example, CV/CVN Officer of the Deck (NAVEDTRA 43496-1A watchstation 303) may be completed in lieu of SWO Officer of the Deck).

h. Demonstrate effective leadership skills and proficiency in performing division officer duties.

i. After satisfying the requirements in paragraphs 5a through 5h, display a general professional knowledge of all aspects of surface warfare covered by SWO PQS (NAVEDTRA 43101-4D) and the other PQS listed above. A multi-member board, chaired by the commanding officer and composed of other qualified, experienced SWOs, shall conduct the oral examination.

6. **Timeline.** Officers designated 116X/119X must attain SWO qualification within the first 18 months of shipboard service except as otherwise provided here.

a. Commanding officers may grant an extension of time authorized for final qualification for up to 6 months (12 months in the case of officers serving in a first tour nuclear engineering billet) when one of the following circumstances precludes completion within the 18 month time frame:

(1) Time spent in Regular Overhaul, Restricted Availability, or Tender Availability precludes an officer from completing watchstation requirements.

(2) The ship's operating schedule does not afford sufficient time underway to complete watchstation requirements.

(3) A requirement exists to complete EOOW qualification or a nuclear engineering training program.

(4) An unusual shipboard assignment, personal hardship, or other unusual circumstances preclude completion within 18 months.

b. Commanding officers should solicit Immediate Superior in Command (ISIC) assistance as necessary to arrange temporary assignment to operational units to assist in the SWO qualification when the ship is encumbered by circumstances outlined in paragraph 6a or for any similar situation.

c. Upon granting an extension beyond 18 months, the commanding officer will make a letter report to Chief of Naval Personnel (CHNAVPERS) (Pers-412) copy to the ISIC and type commander (TYCOM). The report will explain the reason for delayed qualification, estimate how much additional time will be required, and comment on the officer's potential for qualification.

d. A Ready Reserve Officer on inactive duty who is eligible to qualify as a SWO in accordance with paragraph 4a(3) shall meet all of the above requirements except item 5b. There is no qualification time limit for those officers.

e. If qualification has not been achieved upon transfer to another ship, the commanding officer of the ship receiving the officer shall recognize recorded attainment to date, but may require a demonstration of knowledge in any area deemed appropriate.

7. Approval of Qualification

a. Only commanding officers of surface ships may qualify officers as SWOs upon completion of all requirements listed in paragraph 5.

b. In the interest of maintaining consistent standards of qualification, TYCOMs (including Commander, Naval Air Force Atlantic/Pacific and Commander, Submarine Force Atlantic/Pacific for surface ships in their command) and ISICs are directed to ensure the spirit and intent of this instruction are followed by units in their command. That should be accomplished by monitoring and evaluating qualifiers and qualification programs.

c. Once qualification is achieved, transfer from one ship to another shall not require requalification as a SWO or revalidation of SWO PQS. However, requalification in a particular watchstation (e.g., OOD (In Port), OOD (Underway), CICWO, etc.) in the new ship may be required as directed by the commanding officer.

8. Designation and Authority to Wear the Insignia

a. The qualifying officer is authorized to present the Surface Warfare Officer Insignia to an officer upon qualification. The achievement should be recognized at an appropriate ceremony, and relevant comments should be included in the officer's next regular fitness report. The SWO certificate (OPNAV 1412/1) may be used if desired.

b. The qualifying officer shall forward notification of all SWO qualifications to CHNAVPERS (Pers-412) for all active duty officers/Pers-91 for all inactive duty officers, copy to the TYCOM and the ISIC. Upon receipt, CHNAVPERS shall:

(1) Change the designator of 116X officers to 111X, and 119X officers to 114X as directed in references (a) and (b).

(2) Assign Additional Qualification Designator (AQD) LA9 to those officers who do not change designator but are otherwise eligible to attain SWO qualification as per paragraph 4.

c. Either 111X/114X designation or an AQD of LA9 entitles an officer to wear the SWO or Special Operations Officer insignia (as appropriate) under U.S. Navy Uniform Regulations. Unrestricted line officers who earn the qualification and transfer into the staff corps or the restricted

line retain the right to wear the SWO insignia unless revoked.

9. **Revocation of Qualification.** Revoking SWO qualification is a most serious matter which could lead to a change of designator and termination of a career. It is an administrative action which should be undertaken carefully when circumstances dictate.

a. A SWO shall retain such designation until it is revoked by CHNAVPERS.

b. A commanding officer, or any ISIC in the individual's chain of command, may recommend revocation of SWO designation under any of the following circumstances:

(1) Unsatisfactory performance at sea.

(2) Gross lack of professional or personal judgment and integrity.

(3) Refusal to accept or perform duties afloat.

(4) Unfitness for sea duty because of lack of seamanship, warfighting, leadership, or managerial ability.

(5) Lack of moral integrity.

c. A request for revocation of SWO qualification shall be submitted following the provisions of reference (a).

d. A recommendation for revocation shall not be made in lieu of detachment for cause, nor shall recommendations automatically be included in cases of detachment for cause. Revocation may be considered and recommended coincident with a detachment for cause but shall be handled administratively as a separate action by CHNAVPERS.

e. A recommendation for revocation should be based on both the officer's past performance and potential to continue to serve as a creditable member of the surface warfare community, either afloat or ashore.

f. Upon approval of revocation, a Surface Warfare Officer's designation shall be changed to 110X, and AQD LA9 will be removed from those officers with other than 111X/114X designators.

10. **Non-Attainment of Qualification.** Commanding officers who recognize that an 116X/119X designated officer lacks motivation, interest, aptitude, or application to qualify shall:

a. Submit a report containing the circumstances, officer's potential, and an appropriate recommendation concerning retention in the naval service, via the chain of command, to CHNAVPERS (Pers-412). Reports of fitness should also reflect unsatisfactory progress toward SWO qualification. 116X/119X officers failing to attain SWO qualification will be processed as training attrites and will be detailed to follow-on assignments according to the needs of the Navy.

b. The officer concerned shall be afforded the opportunity to comment on the commanding officer's report. Such comments shall be appended as the first endorsement of the report, and returned to the commanding officer. The commanding officer may then make additional comments and append them to the basic report as the second endorsement. The report shall then be forwarded via the chain of command.

c. The commanding officer shall submit a report of non-attainment no later than 18 months after an officer reports on board unless an extension is granted in accordance with paragraph 6.

11. **Implementation.** The above requirements are effective as of the date of this instruction. Officers who began the SWO qualification process prior to the date of this instruction may continue to take up to 24 months to qualify without an extension until 1 March 1997. All qualifications awarded on or after 1 March 1997 must be completed in accordance with paragraph 6.

12. Review. As principal advisor to the Chief of Naval Operations on surface warfare matters, the Director, Surface Warfare Division (N86) is charged with periodic review and update of this instruction.

13. Form and Report

a. SWO certificates, OPNAV 1412/1 (10-83), S/N 0107-LF-014-1205, may be ordered through Navy supply channels per CD ROM NAVSUP P600 (NLL).

b. The reporting requirements contained in this instruction are exempt from reports control by SECNAVINST 5214.2B.

DANIEL J. MURPHY, JR.
Director, Surface Warfare Division

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